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HOUSING ELEMENT

CITY OF LIVERMORE

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suitable open land in and around Livermore but this enthusiasm is cut somewhat when the suggestion of higher taxes is presented to them. They will accept some apartments and other multi-unit dwellings but for the most part they want the City to retain its single family home character. They don't want Livermore to lose its small town/rural atmosphere. About six out of every ten adult residents feel they will be living in Livermore ten to twenty years from now.

In conclusion, it would appear to us that most residents want the emphasis placed on the development of a local transportation system, an improvement in transportation to nearby communities and to the Oakland/San Francisco area, improvement of shopping facilities within Livermore, control of air pollution and the development of limited business and industry within the City of Livermore.

D. POPULATION-ECONOMICS

The foundation of the community and its most essential resource is its people. The size and the character of the population are the truest indicators of the level and demand of services and of the ability to pay for them; they are equally accurate indicators of leadership and labor force quality explicit in economic and community development; and they give dimension to spatial requirements for living, working and playing.

Therefore, the demographic and economic analyses and projections for the Planning Area in this report become basic determinants in deciding alternative futures.

1. Demography - 1976-2000

a. Of the Region

The region, consisting of the nine Bay Area Counties, has a population of 4,829,500 as of July 1, 1975¹, and is anticipated to have a year 2000 population of between 6.2 and 7.5 million.² It has been projected that between 832 and 926 sq. miles of land will be necessary to accommodate such a population.² Currently 711 sq. miles are already urbanized.² Present residential zoning in the region is alleged to be sufficient for a population ranging from 12 to 25 million, more than enough to accommodate even the highest projections which is the total of all General Plans for the area.³

b. Of the County

Alameda County as of July 1, 1975 had a population of 1,086,000 and is anticipated to have a year 2000 population of 1,481,000 (B⁴, Series). Most of the anticipated growth is allocated to

1. From ABAG, February 1976

2. ABAG, "Population Employment and Land Use Projection", August 1973

3. ABAG, "Zoning & Growth in the San Francisco Bay Area - Issue Paper 3", January 1973

4. From Alameda County Planning Department, February 1976

the South County Area, while the Oakland Metropolitan Area has tended to stabilize or even decrease.

c. Of the Livermore/Amador Valley

The Livermore/Amador Valley Planning Unit as of January 1, 1975, had a population of 101,000. By 1980 this had increased to 110,000. It is anticipated the population will reach 157,000 by 2000, an increase of more than 50%.⁴

d. Of the Livermore Planning Area

The population of the Livermore Planning Area, including the City of Livermore and its developed fringe, increased 145 percent from 1960 to 1975, growing from 20,400 to about 50,000. Approximately 97 percent of the total Planning Area population resides within the City. For the fourteen-year period, the average annual growth rate was about 7.5 percent. During this period the City was among the thirty fastest growing cities in the United States. Between 1971 and 1975, this rate declined to an average of 5.2 percent per year. This growth rate strained the ability of the City to deliver such urban services as schools, water, and sewer. Since 1974, the population has remained almost unchanged.

Fewer than 12 percent of all housing units in 1974 were occupied by minorities. While this is low, it does represent a 2.9 percent increase over the level in 1970. Blacks account for 0.42 percent of the population while about 9 percent are Spanish speaking or Spanish surname.⁵

Livermore is a young community with nearly 50 percent of its population below the age of 25; only 6.4 percent are in the retirement age 65 or over.⁶ However, like most of the rest of the Bay Area, the Livermore-Amador Valley is rapidly becoming an older population. Population projections indicate that the median age will rise from 26.8 years to 32.7 years by the year 2000. The projection of school age children shown in Table II-2 reflects the effect of fewer persons per household and a stabilized low birth rate.

4. From Alameda County Planning Department, February, 1976

5. From Alameda County Planning Department, January, 1975

6. 1970 Census

TABLE II-I

POPULATION GROWTH TRENDS
(000 omitted)

<u>Year</u>	<u>City of Livermore</u>	<u>% Inc.</u>	<u>Livermore Amador Valley</u>	<u>% Inc.</u>	<u>Alameda County</u>	<u>% Inc.</u>
1960	16.1		30.1		912.6	
1965	25.3	57.1	46.9	55.8	1022.7	12.1
1970	37.3	47.4	79.1	68.7	1073.2	5.1
1975	48.3	29.5	101.4	28.2	1092.8	2.1
1980	48.1	-.4	110.0	9.1	1101.1	.8

Source: Livermore City Clerk; U. S. Bureau of the Census, and the State Department of Finance for 1960-1974; Grunwald, Crawford and Associates for Planning Area projections; and County Planning Department for the Livermore-Amador Valley and Alameda County.

TABLE II-2
NUMBER OF SCHOOL AGE CHILDREN
Livermore Planning Area

<u>Year</u>	<u>Number of Children</u>			<u>Special Education</u>	<u>Subtotal</u>	<u>Population</u>	
	<u>Elem.</u>	<u>Inter.</u>	<u>High School</u>			<u>%</u>	<u>Total</u>
1960 ¹	2750	660	780		4190	26	16,058
1970 ¹	6890	1790	2870		11550	31	37,703
1975 ¹	7752	2284	3900	122	14058	30.6	45,901
1980	6042	1850	3837	124	11853	24.2	48,107

1. City of Livermore.

Source: U. S. Federal Census, 1960, 1970, and 1980, Special Census City of Livermore, 1974 - Projections by Grunwald, Crawford and Associates.

2. Growth Rate

Since 1970 the region as a whole has been experiencing a declining growth rate due primarily to significant drop in the birth rate and in-migration, the latter resulting from a depressed national economic situation and a shift in growth to other parts of the country.

TABLE II-3

POPULATION GROWTH 1970-1980¹
(000 omitted)

<u>Year</u>	<u>Livermore</u>	<u>Alameda County</u>	<u>A.B.A.G. Region</u>
1970	37.7	1,071.4	4,763.1
1971	40.0	1,085.2	
1972	42.9	1,094.4	
1973	45.6*	1,089.2	
1974	47.4	1,089.3	
1975	48.6	1,091.4	
1976	48.8	1,096.9	
1977	48.9	1,090.9	
1978	49.2	1,103.5	
1979	48.6**	1,100.1	
1980	48.1	1,101.1	5,134.4

* Benchmarked to 1970 census.

** Benchmarked to 1974 special census.

Source: (1) California Department of Finance.

3. Employment and Commuting Patterns

Historical data on total employment in the Livermore-Amador Valley (LAV) is shown in Table II-4. Projected employment growth from 1975-2000 for Livermore is significant.

As shown in Table II-5, the distribution of occupations in the City of Livermore varies substantially from the averages for the San Francisco-Oakland and San Jose metropolitan areas and for the State.

In Livermore, persons having professional and technical occupations number considerably more (1.5 to 2 times the average for the larger areas) while craftsmen occupations are slightly above the average. The percentage is about normal for management and administrative occupations and is substantially below average in sales, labor, service workers, clerical, and operatives. This distinctive pattern clearly reflects the dominance of the Lawrence Livermore Laboratory as an employer and the City's suburban character. Income levels are above average for the County.

TABLE II-4

EMPLOYMENT IN LIVERMORE/AMADOR VALLEY
1975 - 2000

<u>Year</u>	<u>Resident Population</u>	<u>Occupied Dwelling Units</u>	<u>Employed Residents</u>	<u>Local Serving Employment</u>	<u>Basic Employment</u>	<u>Total¹ Employment</u>	<u>Job/Housing Ratio</u>	<u>Residents/Job Ratio</u> ³
1975	92,331	28,392	32,870	10,723	5,345	16,068	.56	5.75
1980	94,866	30,933	36,395	12,777	8,680	21,957 ⁴	.69	4.32
1985	102,305	35,138	40,716	14,703	9,519	24,722	.68	4.14
1990	106,081	38,215	43,475	17,226	10,329	28,055	.72	3.78
1995	110,979	41,262	45,931	19,454	11,364	31,318	.75	3.54
2000	114,758	43,557	47,366	21,289	12,196	33,985	.77	3.38

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¹Sum of Basic and Local Serving Employment.²Total Employment divided by Occupied Dwelling Units.³Resident Population divided by Total Employment.⁴Includes 2200 jobs created by Stoneridge Shopping Center and 500 jobs created by expansion of Intel.Source: Projections '79, 1980-2000, Draft ABAG

LIVERMORE EMPLOYMENTTABLE II-4A

<u>Employed Residents (Employed in city of residence)</u>	<u>Local Serving Employees (Industries serving local population)</u>	<u>Basic Employment (Employed in basic industries)</u>	<u>Total Employment</u>
1975	16399	5546	2723
1980	16840	6779	3604
1985	17106	7455	4245
1990	17632	8174	4919
1995	18825	9640	5770
2000	19427	10866	6491

Incremental

1975-80	441	1233	881	2114
1980-85	267	676	640	1316
1985-90	526	719	675	1394
1990-95	1193	1466	851	2317
1995-2000	602	1226	721	1947

Projections 79, ABAG

TABLE II-5
OCCUPATIONAL DISTRIBUTION
 Selected Areas
 1970, 1974

Occupation	Livermore City of 1974	SF-Oak SMSA 1970	San Jose SMSA 1970	California 1970
Professional, Technical	34.6%	18.2%	23.9%	17.4%
Management & Administrative	9.2	9.4	9.2	9.3
Sales Clerical	6.8 14.3	8.2 23.0	7.8 18.2	8.0 19.8
Craftsmen Operatives	13.4 7.2	12.3 11.6	12.4 13.2	12.9 13.7
Labor Service Workers	3.9 10.6	4.4 12.9	4.4 10.9	6.3 12.6
TOTAL	100.0	100.0	100.0	100.0

Sources: Livermore, State Census, September 1974

Others: 1970 Census of Population

a. Employment Projections

Two sets of employment projections are included. The first, developed by Alameda County, is shown in Table II-6. The second, the "balanced projection", shown in Table II-7, assumes the Livermore-Amador Valley (LAV) will attain a typical ratio of jobs per 100 households as have other Bay Area communities of similar size.

The possibility of achieving a more balanced economic base is supported, in part, by the existing occupational pattern in the LAV. Since craftsmen and operatives presently form the largest commuting group, industries employing craftsmen and operatives would presumably provide these groups with local employment opportunities. Similarly, the high percentage of commuting sales and clerical workers employed in utilities, retail trade, finance, business services, and government suggests opportunities for local economic development.

TABLE II -6

EMPLOYMENT BY INDUSTRY
Livermore-Amador Valley
1970-1990

<u>Industry</u>	<u>1970</u>	<u>1980</u>	<u>1990</u>
Agri.,For.,Fisheries*	1500	1200	900
Construction	600	950	1250
Manufacturing*	1350	2700	4100
Trans.,Commun.,Util.	400	600	800
Wholesale Trade*	600	800	1150
Retail Trade	1650	2500	6600
Fin.,Insur.,Real Estate	600	950	1250
Services: Basic*	1900	2050	2900
Pop. Serving	2800	4300	5650
Government: Basic*	5850	7700	10100
Pop. Serving	3850	6000	7850
Other	100	100	100
TOTAL	21150	29850	42650

(*) Basic Employment, others are Population Serving categories.

Source: Alameda County Planning Department

TABLE II-7
"BALANCED" EMPLOYMENT PROJECTION

Livermore-Amador Valley & Planning Areas
1990

<u>Types of Employment</u>	<u>Livermore-Amador Valley</u>	<u>Livermore Planning Area</u>
Basic Employment	14800	9600
Resources	900	200
Manufacturing	6400	2400
Fed. & State Govt.	7500	7000
Services Employment	36700	18400
Construction	1500	700
Trans-Commun-Util	2000	1300
Trade	9900	4100
Fin-Insur-R.E.	2500	1500
Services	10900	6500
Local Government	9400	4000
Proprietors, Self.	500	300
TOTAL EMPLOYMENT	51500	28000
Population	157000	67300

Source: Grunwald, Crawford & Associates.

b. Effects of Alternative Employment Projections on Commuting

In 1970, there were 21,700 households and 21,000 jobs within the Livermore-Amador Valley (LAV). The number of LAV residents working outside the LAV was between 11,100 and 13,500. This amounted to between 45 and 50 percent of the total employment force.

In 1990, the number of households in the LAV is estimated at 49,400. The number of employed residents would then be between 54,000 and 59,000. The Alameda County employment projections of 42,600 within the LAV would mean that the tendency to commute into the Valley would continue and the ratio will remain at the present 35 to 37 percent. At these levels, the numbers of LAV residents commuting would be between 27,000 and 32,000 which would be 2 to 3 times the number presently commuting.

If the "balanced" projections of 51,500 jobs locally (LAV) were realized, the number of LAV commuters would be between 15,000 and 20,000, an increase of 40 to 50 percent over present levels. Only if the proportion of Valley jobs held by residents could be increased to between 83 and 88 percent would the present commuting level remain the same.

c. Commuting Patterns

An analysis of commute patterns of Livermore residents showed that over 38 percent of all principal and secondary wage earners commute out of the LAV, as shown in Tables II-8 through II-11. The patterns of commuting are particularly affected by the age of the household head by whether the person is the principal or secondary wage earner, by occupation and by household income. Three to five person households with incomes of \$5,000 to \$24,000 and with operative or craftsmen occupations have the highest commute rate (56.6 percent). The second highest group had the same profile, but with incomes of \$10,000 to \$14,000 (54.4 percent).

TABLE II-8
 COMMUTING PATTERN
BY AGE OF HEAD OF HOUSEHOLD

Age Groups	Commuting %	Median Household Incomes
24 & under	39.4	\$ 11,250
25 - 34	48.2	14,650
35 - 44	37.1	17,900
45 - 64	26.2	16,420
65 +	16.1	5,800

Source: 1974 Special Census, City of Livermore

TABLE II-9
 COMMUTING PATTERN
BY NUMBER IN HOUSEHOLD

No. of Persons	Commuting %	Median Household Income	Median Age
1	9.6	\$ 8,300	50
2	31.2	13,500	48
3	40.2	14,700	35
4	45.0	16,100	34
5+	43.4	17,400	39
TOTAL	38.0%	\$ 14,600	39

Source: 1974 Special Census, City of Livermore

TABLE II-10

COMMUTING PATTERN
BY HOUSEHOLD INCOME

<u>Income Groups</u> (000's)	<u>Commuting %</u>
\$ 0 - 9	25.3
10 - 14	42.2
15 - 24	42.8
25 +	35.9
All Groups	39.3

Source: Special Census, City of Livermore
1974

TABLE II-11

COMMUTING PATTERN
PRINCIPAL WAGE EARNER BY OCCUPATION

<u>Occupation Group</u>	<u>Commute %</u>
Prof. Tech., Mgmt.	27.5
Sales, Clerk	45.7
Operatives, Craftsmen	55.1
Services, Labor	36.7
No Report or None	42.3
All Groups	38.1%

Source: Special Census City of Livermore
1974

4. Income and Retail Activity

Table II-12 shows a comparison of total personal income trends and projections for the Planning Area, the Valley, the County, the Region, the State and the Nation. Total personal income in the Planning Area is projected to increase by more than 156 percent from 1974 to the turn of the century.

The historical trends and projections of retail sales are shown in Table II-13. Total retail sales are projected to increase by nearly 177 percent during the next 25 years. This reflects the sizeable increase in personal income and the fact that a greater share of the sales in convenience goods and shopper goods will be made locally. The extent to which these projections are realized will depend primarily upon the business community's desire and ability to sustain aggressive merchandising programs and upon the development and redevelopment of the Central Business District.

TABLE II-12

PERSONAL INCOME TRENDS AND PROJECTIONS

Selected Areas

1960 - 2000

(Millions of 1974 \$'s)

Year	Livermore Plan. Area	% of Co.	Livermore- Amador Valley	Alameda County	S.F. Bay Region	Calif.	United States
1960	94.0	2.1	141.4	4503.7	18165.2	70353.9	671136
1965	141.1	2.5	241.0	5640.8	23626.9	91101.0	846703
1970	226.5	3.4	453.9	6681.2	29020.1	112397.8	1031519
1974	302.1		627.2	NA	NA	125500.0	NA
Projections							
1975	328.9	4.2	679.0	7726.8	34574.4	134137.0	1251487
1980	396.0	4.5	857.0	8782.8	40245.3	157074.5	1436923
1985	470.8	4.7	1071.6	9915.1	46417.0	184539.6	1634089
1990	550.3	4.9	1309.6	11200.0	53240.7	210614.6	1847024
1995	658.5	5.2	1564.9	12614.2	60651.1	241348.3	2062976
2000	774.3	5.5	1845.6	13959.3	67601.4	271156.2	2272746

Source: Historical Trends; State Department of Finance

NA: Not Available.

TABLE II-13
TOTAL RETAIL SALES (1974 \$)
 Livermore Planning Area (000s)

<u>Year</u>	<u>Conv. Goods</u>	<u>Eat & Drink</u>	<u>Shopper Goods</u>	<u>Bldg. Mtls.</u>	<u>Auto- Motive</u>	<u>Total Retail</u>
1963	18894	1846	9549	1921	8861	41071
1969	34571	4643	17755	2866	17317	77152
1974	49027	7352	17585	3335	13984	91283
Projections						
1975	51452	8034	20719	3440	20098	103742
1980	62001	10827	26473	4190	22493	125985
1985	73781	14090	33086	5034	24952	150943
1990	86306	17736	40349	5938	27299	177628
1995	103337	22580	50078	7162	30662	213819
2000	121587	27993	60793	8483	33931	252787

Source: Retail Sales: California Franchise Tax Board

Projections: Grunwald, Crawford & Associates

Cultivated agriculture occupies large portions of the Valley floor in rectangular plots with straight rows contrasting with the contour planting of the rolling foothills to the north. Vineyards occupy the southern portion of the Valley floor. They, like the other agricultural uses, lend form to the urban pattern. In the agricultural areas and the grasslands, farmhouses are scattered about, each nestled under a stand of trees. Windmills, barns, corrals and fences are randomly spaced on the landscape. From the Valley floor on a clear day, there are excellent and impressive views of Mt. Diablo rising above the foothills to the northwest. Brushy Peak is a round-topped landmark formation with a contrasting cap of darker vegetation located to the northeast. To the southeast are the rugged canyons and ridges leading toward Mt. Hamilton, although the mountain itself is not visible from the Valley.

A few low, rounded knolls separate the City from the rest of the Valley to the north and present a pleasant visual feature for travellers along Interstate 580. Rising on both sides of the highway, they form an attractive scenic corridor that is of local and Valley significance. A view analysis of this corridor was conducted. Observations were taken every 1/4 mile along I-580. The computer mapped the percentage of time the adjoining terrain is visible by motorists.

The identification of visual amenities provided a basis for assessing impacts to visual quality from proposed developments, indicating areas which need to be preserved and/or protected.

F. LAND USE

The Land Use Element is central to the General Plan. It analyzes the extent and distribution of every land use category involved in the community's future and relates the plans and policies of each of the other General Plan Elements to many interacting land uses.

The largest single use within the Planning Area is open space (83 percent), most of which is grassland. Acreage in vineyards and orchards has been declining.

Of the urban developed area, 50 percent is devoted to residential uses, 22 percent to streets (not including unimproved rights-of-way), and over 18 percent to public uses.

Over 5,500 acres are used for public facilities, 75 percent of which is used for parks and recreation facilities. Much of the acreage in public use will be adequate to serve population increase during the planning period.

Only about 400 of approximately 3,000 industrially planned acres have been developed. Most of the developed acreage includes a portion of the 640 acre Lawrence Livermore Laboratory site and Sandia Laboratories.

Of the total 88,960 acres, approximately 7,750 acres (8.7 percent) comprise urban uses within the built-up area. Land Use Map No. IV-1 and Table II-15 present existing land use within the Planning Area.

TABLE II-15
EXISTING LAND USE IN THE LIVERMORE PLANNING AREA

Land Use	Area in Acres	% of Planning Area
Residential	3,560	4.0
Single Family	3,340	
Multiple Family	220	
Commercial	260	.29
Retail	220	
Office	40	
Industrial	2,630	3.0
General	790	
Quarry	1,080	
Quarry Permit	760	
Public Uses	5,503	6.2
Public Schools	485	
Parks & Recreation	4,120	
Govt. Office Space	7	
Fire Stations	1.5	
Water & Sewer	74	
Semi-Public Uses	265	.30
Streets	1,700	1.90
Miscellaneous	1,272	1.4
Other Public Facilities	815	
Open Space	73,770	82.9
Agri. Grass	71,790	
Vineyard	1,900	
Orchard	80	
TOTAL	88,960	100%

Source: Computed by Grunwald, Crawford & Associates from Land Use Data Provided by the Planning Department of the City of Livermore

1. Overriding Land Use Constraints

- a. Added growth will aggravate air pollution problems within the Valley and create health hazards. In the short term at least, mitigating measures necessary to "roll back" the impacts of growth on air quality are not anticipated.
- b. The Water Reclamation Plant is undergoing expansion to provide adequate sewage treatment for residential and industrial use. Total capacity to be added is approximately 1.25 million gallons a day. Further expansion of the Treatment Plant will depend on local funding and user fees. Federal aid for plant expansion is limited due to the designation of the Valley as a "Critical Air Basin." In an effort to comply with this limitation, a 2% population growth rate has been established.
- c. The LAVWMA export pipelines, which was completed in 1980, is limited to 15.62 mgd effluent export capacity to be divided among Livermore, Pleasanton, Dublin. Of this, 6.62 mgd has been designated for Livermore. This presents a long-term growth constraint.
- d. The designation of the Livermore-Amador Valley (LAV) as a "Critical Air Basin," in addition to restraining aid for sewer plant expansion, suggests that even if other growth problems are solved, LAV should not be allowed to grow significantly until air quality problems are corrected.
- e. While a 1967 market survey prepared for the City of Livermore by Development Research Associates, and based on local experience in attempting to attract major commercial uses, it has been indicated that since commercial facilities within the Bay Area were easily accessible and the size of the local trade area was then too small to support regional shopping facilities, development of a "Regional Shopping Center" locally was not anticipated during the period of the plan. However, Taubman Company constructed a "Regional Shopping Center" in Pleasanton in 1980, and it is anticipated that this will become a commercial and office center for the area.
- f. The need to conserve natural resources and the unsuitability of hazardous areas (floodprone, fault zone, slope, etc.) for development, greatly limit the land available for urban expansion within the Planning Area.
- g. The community has a desire to preserve the rural character of the Valley and to enhance its environmental quality, the area's major attraction as a place to live and work.

2. Overriding Land Use Opportunities

- a. The environmental assessment system accompanying this plan provides easy identification of the general physical characteristics of all land and indicates suitability for urban development.
- b. Adequate sewer trunkline collection and water service can accommodate urban expansion during the short and medium range planning periods.

- c. The number of existing mixed land uses will not frustrate full development.
- d. Sizeable growth within easy commuting distance of the Bay Area can be accommodated under urban management provided by existing municipal government.
- e. The area has a desirable environmental setting conducive to suburban development.
- f. Existing and/or proposed regional water, sewer and transit systems can serve growth.

3. Land Use Projections

Of the 81,140 undeveloped acres within the Planning Area, nearly 17 percent (13,522 acres) is physically reasonably suitable for urban expansion. However, this percentage includes open space as a necessary component of the urban design; therefore, the net area remaining for urban uses is considerably less.

The gross amount of land devoted to all urban categories of land use in 1974 was 155 acres per 1,000 population. This rate is projected to decrease slightly because of somewhat higher densities and because many existing public facility sites will be adequate to serve added population. The gross additional acreage required during the planning period is approximately 5,000 acres, assuming the preferred maximum annual growth rate is not exceeded.

The land absorption rate for residential uses can be expected to decrease slightly in the coming years because of the increasing multi-family housing market and the trend toward smaller single family homes. The net residential density will increase much more than the gross density because open space will be provided within most developments, through planned unit development techniques and density transfer.

The Livermore business community should seek its own identity as a community shopping and service center through the timely development of the central business district, particularly the railroad relocation area. That project will bring a rapid increase in prime commercial acreage in the short and mid-term planning periods and help offset the possible drain of retail sales to a regional center.

Table II-16 presents the gross urban land demand for the Planning Area during the planning period.

TABLE II-16
GROSS URBAN LAND DEMAND, 1975-2000

<u>Year and Category of Use</u>	<u>Acres Required</u>	<u>Factors for Choice</u>	<u>Gross Acreage Added for General Plan</u>
<u>1975-1990</u>			
Residential	1,485*	25%	1,855*
Commercial	90	25%	110
Industrial	250	50%	370
Public ¹	600	---	600
Semi-Public	90	20%	110
<u>1990-2000</u>			
Residential	1,720*	25% / /	2,100*
Commercial	60	25%	70
Industrial	120	50%	180
Public	320	---	320
Semi-Public	70	20%	85
<u>TOTAL</u>	<u>4,805*</u>		<u>5,800*</u>

*Revised in 1981 in conjunction with Housing Element Revision.

Source: Grunwald, Crawford & Associates

1. Public does not include acreage for minor streets or airport clear zone nor public open space other than parks.

TABLE II-16A

Projected Acreage for Residential Land Development

<u>Projected 1980-1985 Acreage</u>	<u>Currently Served by Public Facilities</u>	<u>Planned for Infrastructure to Provide for Development in 5 Years</u>
Underdeveloped land (land developed with older structures at less than maximum density which will redevelop during the next 5 years)	40	-0-
Vacant residential land	1,193	-0-
Land not zoned residential but potentially suitable for residential	-0-	-0-
State and locally held surplus lands and properties suitable for development	-0-	-0-
<u>Projected Residential Demand</u>	<u>Acres Required</u>	<u>Gross Acreage Added for General Plan</u>
1975-1990	1485	1855
1990-2000	1720	2150

G. TRANSPORTATION-CIRCULATION

The overriding transportation issue is the minimizing of the number of vehicle miles traveled (VMT), both locally and by commuters. Nearly 2 million VMT are generated daily on the circulation system in the Livermore-Amador Valley (LAV). The majority are on the freeway and the largest contributors are commuters going to and from the Valley. To mitigate the problems of inconvenience, travel cost, energy consumption and air pollution, one of the highest priorities is a regional transit system. While the system may be growth-inducing, the advantages of a highly responsive system could offset the disadvantages.

Regional and State transportation policy points toward developing and using transportation other than the automobile.

1. Streets and Highways

Beginning in 1976, Interstate 580 will be widened through Dublin Canyon to six lanes with an 80 foot median for future rapid transit. Grading will be for eight lanes.

State Route 84, following the First Street-Holmes Avenue alignment, carries an estimated 2,250 vehicles per day through Livermore. The City of Livermore and Alameda County are pursuing a joint powers agreement to purchase the remaining right-of-way along the Isabel Avenue alignment which will become the bypass route for State Highway 84, returning First Street to the City.

2. Non-Motorized Transit

The "Bicycle Route Plan" and the "Livermore Trailway System", are components of the General Plan which recognize bicycling as an emerging form of transit as well as the potential of other non-motorized forms of transit to reduce automobile travel.

The need for a local transit system is demonstrated, in part, by the more than 2,280 persons within the City over 65, estimated 100 visually impaired persons, more than 1,200 persons with amputations or orthopedic impairments, and an additional 1,200 persons with other physical disabilities. There are also approximately 4,500 young people who are dependent upon the automobile to get to and from school.

The economic and environmental effects of private automobile transportation have added the middle income person to the list of those traditionally in need of a responsive local transit system.

H. HOUSING

More and more people are finding it difficult to secure adequate housing at an acceptable price close to where they want to locate. In recognition

of this situation, Congress passed the Housing and Community Development Act of 1974 which, in effect, places the responsibility for assessing housing needs and providing plans to meet those needs with local government. This element is intended to help identify housing objectives and, more particularly, to present those factors and policies relating to the needs of the people in the Livermore Planning Area.

The Population-Economics Element provides the basic data required in analyzing the relationship between socio-economic characteristics and housing conditions and the projection of housing demand.

1. Existing Housing Stock

Table II-17 represents housing trends in Livermore for the period 1960 to 1980, when there was a total housing gain of 11,499 units. Approximately 70 percent of the total housing units have been constructed since 1960, 31 percent since 1970.

Table II-17 also points out the increase in multi-family and mobile home units, a trend which can be expected to increase.

Approximately 97 percent of the Planning Area population lives within the City of Livermore. Although the unincorporated fringe consists primarily of farm residences and associated structures, there are three major concentrations of residential housing: Approximately 80 units scattered in the quadrants surrounding the intersection of I-580 and Vasco Road; 90 units on large lots adjacent to Almond and Buena Vista Avenues in East Livermore; and 30 units on small lots, including some multiples, south of the intersection of College and Livermore Avenues.

TABLE II-17
HOUSING STOCK TRENDS IN THE CITY OF LIVERMORE

	<u>1960 - 1985</u>			Existing Housing Units <u>1980</u> ⁴	Projected Need <u>1985</u>
	<u>1960</u> ¹	<u>1970</u> ²	<u>1974</u> ³		
Population	16,058	37,703	48,349	48,107	56,000
Total Housing Units: (all year-round)	5,093	11,430	15,794	16,592	19,300 ⁵
Detached Single Family Units: Percent of Total:	4,615 90.6	9,761 85.4	13,030 82.5	13,554 81.7	15,730 81.5
Multi-family Units: (including townhouses & condos)	445	1,457	2,495	2,729	3,204
Percent of total:	8.7	12.7	15.8	16.4	16.6
Mobile Homes: Percent of total:	33 .65	212 1.9	269 1.7	309 1.9	366 1.9

1. United States Census of Housing, 1960 - California, State and Small Areas, p. 6-115.
2. United States 1970 Census of Housing - California, General Housing Characteristics, p. 6-109.
3. California State Department of Finance, Special Census for Livermore, 1974.
4. United States Census, 1980.
5. Includes houses approved through 1980 under RDP.
The number may include unused permits.

2. Housing Quality Summary

Compared to most communities in California, the Livermore Planning Area housing stock is in very good structural condition.

The most recent housing quality survey was undertaken in January, 1975.³ Only 122 units were identified as dilapidated or deteriorated, all of which are located within the central area. Approximately 99 percent of all units within the City are structurally sound as compared to 93.4 percent in 1960.⁴ Table II-18 depicts the results of the housing quality survey.

Thirty of the total units in Table II-18 are owner-occupied, 90 units are renter-occupied, while two units were vacant-for-rent at the time of the survey.

Twenty-eight percent of the total units found in the survey are in Pacific Courts and form the most significant concentration of housing need within the community. These units may be demolished following completion of the railroad relocation project so that the property can be used for commercial development. In the unincorporated fringe, there are small concentrations of structurally deteriorated housing adjacent to the Civic Center in the Rodeo area and in Planning Unit 22.

In 1970, the Federal census dropped the deteriorated and dilapidated classifications for housing quality used in the 1960 census. Data on plumbing and heating facilities was substituted as a more valid indicator of housing quality. Detailed plumbing and heating data are used in the estimation of housing need later within this section.

TABLE II-18

DETERIORATING AND DILAPIDATED HOUSING BY PLANNING UNIT

Planning Unit	<u>1975</u>		<u>Total</u>
	<u>Deteriorated</u>	<u>Dilapidated</u>	
1	32	13	45
2	5	3	8
3	2	0	2
4	2	2	4
5	5	3	8
6	6	1	7
10	39	6	45
11	0	1	1
24	2	0	2
TOTAL	93	29	122

Source: Grunwald, Crawford & Associates, Housing Quality Survey, January, 1975

- 3. 1960 Census definitions were used to categorize housing condition. Survey covered only City limits.
- 4. U.S. Census of Housing 1960 - Calif., State and Small Areas, p. 6-106

3. Housing Vacancies

Table II-19 presents housing vacancy rates. The decreasing combined vacancy rate of available units can be seen as limiting choice, both for new housing and for housing in different "stepped" price ranges. Vacancy rates, by 1981, have reached a critical point. In order to assure choice, a vacancy rate of 4.5 percent for multi-family rental units and 1.0 percent for owner-occupied single family units is desirable.

Vacancies in multi-family units occur mainly in more expensive apartments; these units offer the best choice in Livermore's rental market. However, the opportunity is limited to a small percentage of families and individuals, given their housing preferences and income requirements. As might be expected, the declining vacancy rate tends to exclude low and moderate income families or relegate them to subsidized housing programs.

5. Association of Bay Area Govt's., Estimates of Housing Needs in San Francisco Bay Area, 1970, pp. 39 and 42.

TABLE II-19

HOUSING VACANCIES - CITY OF LIVERMORE
1960-1980

Vacancy Rate

<u>Year</u>	<u>Units for Sale</u>	<u>Units for Rent</u>	<u>All Units</u>
1960 ¹	7.7%	4%	
1970 ²	3.2%	4.9%	
1975 ³	3.7%	2.6%	
1980	Figures for 1980 will be inserted when these are available from the census.		

1. U. S. 1960 Census of Housing-Calif., State and Small Area, p. 6 .
2. U. S. 1970 Census of Housing- Calif., General Housing Characteristics, p. 6-109.
3. Calif. State Department of Finance, Special Census for Livermore, 1974. Assumes 1-unit structures are "units for sale."

4. Economic Characteristics of Housing

Inflation has hit every phase of housing construction. Since costs are passed on to the buyer, each increase in price makes home ownership more difficult even for moderate and upper income families. The median value of homes within the City of Livermore increased from \$15,600 in 1960 to \$23,400 in 1970, or 50 percent. By 1974, the median value had risen to nearly \$30,000.⁶ By January 1981, the average 3-bedroom home was selling for \$96,818.⁷

These figures have even more meaning when analyzed in light of median family income. In 1974, approximately 51 percent of Livermore households had an income of less than \$15,000.⁸ By 1980, median income for a family of four was \$23,400. Thus, while the cost of housing rose over 200%, income increased by less than 50%.

In 1974, the median contract rent in Livermore for an unfurnished two-bedroom apartment was approximately \$165. By 1980, the average monthly rent, plus utility costs, for 2-bedroom apartment was \$315, a 15% increase from 1979. Assuming a renter should spend no more than 25 percent of his net monthly income on housing, such a median contract rent would require a monthly take-home pay approaching \$1300 (a gross yearly income of \$15,600). As a result of the rising cost of rental housing, an estimated 27% of all local renters pay more than 25% of their income for rent and utilities.

Clustered or Planned Unit Development can result in monthly housing cost savings to consumers of as much as 10 percent. Though not great, such savings should not be discounted, for they can help hold the line in housing costs. More importantly, cost savings will allow the developer to provide lower-cost housing for individuals who may also receive rent subsidies. The lower-cost housing, combined with funding supplements, can bring such housing within reach of low and moderate income families.

5. Housing Quality Related to Low Income Groups

Low income groups typically are ethnic minorities and the elderly. The median annual income of Mexican-American families in 1970 was \$10,849, compared to the City median of \$12,440. Mexican-American families made up 16.2 percent of all families below the poverty level, although they comprised only 8 percent of all families.

There were 113 black families at the time of the 1974 census, about 0.8 percent of all families. In 1970, only one census tract reported information on black families. At that time, 31 of 41 families reporting were paying over 35 percent of their income for rent.

6. California Department of Finance, Special Census for Livermore, 1974.

7. Alameda County Board of Realtors, March, 1981.

8. California Department of Finance, Special Census, 1974.

TABLE II-19A

ALAMEDA COUNTY

1980-81 HOUSEHOLD INCOME

No. of Persons in Household	50% Median	80% Median	Median	120% Median
1	\$ 8,200	\$13,100	\$16,400	\$19,650
2	9,350	15,000	18,750	22,500
3	10,550	16,850	21,050	25,300
4	11,700	18,700	23,400	28,100
5	12,650	19,900	25,300	30,350
6	13,550	21,050	26,300	31,600
7	14,500	22,250	27,800	33,400
8+	15,450	23,400	29,250	35,100

SOURCES: HUD E.M.A.D. Estimate, July, 1980
Alameda County Housing Authority, September 5, 1980

9/5/80

TABLE II-19B
LIVERMORE HOUSEHOLD INCOME 1980

<u>Household Category</u>	<u>Number</u>	<u>Percent</u> ¹
All Households	16,592	100
Below 50% Median	1,659	10
50% - 80% Median	3,318	20
80% - 120% Median	4,978	30
Over 120% Median	6,637	40

¹Estimate based on 1974 Special Census data.

Low income households in Livermore include many families with a full-time employed head of the household, as well as senior citizens living on fixed incomes. Low income persons are employed in a variety of jobs essential for local business and community services such as salesclerks, bank tellers, secretaries, teachers, starting firefighters, government clerks, mechanics working for the City, laboratory analysts, computer operators, security guards, maintenance workers, restaurant workers, gas station attendants, etc. An estimated 3,000 elderly, retired persons live in the City on an income derived from Social Security, pensions, and life savings.

TABLE II-19C

Median Sales Price 1977-1980

Single Family Houses in Livermore

	<u>Jan.-Dec. 1977</u>	<u>January 1978</u>	<u>January 1979</u>	<u>January 1980</u>	<u>January 1981</u>
Median Sales Price of House	52,000	61,000	72,000	84,000	96,818
Annual % Increase	-	17.3	18.0	16.7	15.3
Cumulative % Increase	-	17.3	35.3	52.0	86.2
Number of Houses in Sample	882	142	233	50	38

Sources: 1977 & 1978 data from County Assessor's records of representative sales; 1979 data from Multiple Listing Service published by Southern Alameda County Board of Realtors, January 12, 1979; 1980 data are asking prices for homes on the market.

TABLE II-19D

Annual Income Required to Afford
Buying a House*

<u>House Prices</u>	<u>Income Required</u>	<u>Total Monthly Payments**</u>	<u>Payments as % of Monthly Income</u>
\$50,000	\$20,920	\$523	30.0%
60,000	25,400	635	30.0%
70,000	29,200	730	30.0%
80,000	33,600	840	30.0%
90,000	37,200	930	30.0%

*10% down payment and 12% mortgage.

**Includes debt service, taxes & insurance.

The elderly (65 years and older) account for about 6.4 percent of the total population. In 1970, 13.8 percent of all persons 65 or older reported incomes below the poverty level.

The poverty-level family obviously cannot afford even the lower-priced home in Livermore or in most other communities. A family whose net income is less than \$1260 per month also would be overspending (paying more than 25% of its income for rent) for the median-priced rental units. The size and income of a poverty family are critical determinants in finding decent housing. Large poor families pay a considerably higher percentage of their income for housing and, in many cases, it is substandard. It is not unusual for poor families to pay 40 percent or more of their income for housing.

6. Stepped Housing

The current lack of adequate stepped housing prevents people from moving freely and from choosing freely where they want to live. Stepped housing is existing housing to which a family can move to upgrade their living conditions or life-style. For example, a family may want to move from a house with two bedrooms to a three bedroom home, or a retired couple may wish to move from a large home to a smaller one. Their family situation and lifestyle have changed, and consequently their requirements for housing have changed as well. There may not be any available housing suitably priced or of a size to meet these new requirements.

7. Housing and Related Activities in the Public Sector

The major provider of subsidized low income housing is the Livermore Housing Authority which administers the Leahy Square housing program. In the summer of 1975 the 125-unit complex had a waiting list of 150 families or individuals serving as a valid indicator of housing need for low and moderate income families within the Planning Area.

In addition to Leahy Square, there is the following subsidized housing:

- a. 54 units of senior citizen housing (Hillcrest Gardens);
- b. 103 scattered leased units ("Section 8" housing that is privately owned but leased to public housing agencies for low income tenants);
- c. 336 units constructed under the Federal government's 236 program.

By 1982 the following additional subsidized housing should be completed:

- a. 47 Section 8 new construction units (Meadowbrook)
- b. 75 Senior citizen/handicapped 202 units (Vineyard Village).

The City of Livermore is carrying out a progressive program of building code enforcement within the City. The program assumes that an improved building is better than a non-improved one. This philosophy brings about "phased" rehabilitation so that a new portion of a structure may be up to code while the remainder of the unit is allowed at less than code until improvements can be made. There have been an average of six demolitions per year on a voluntary basis as a result of the code enforcement program.

The 1974 Housing and Community Development Act returns funds to localities in block grant form to be used judiciously in meeting the needs of low and moderate income families. To meet what is felt to be the most critical need of Livermore's low income residents, the City has constructed a Multi-Service Center, described within Part II under Public Facilities. These funds have also been used to buy an emergency shelter for victims of domestic violence, a sheltered workshop for mentally/physically handicapped adults, safety and recreational improvements to public housing, renovating a home for foster care of pre-delinquent youth, and to construct a room addition at a senior citizens center. 1980-82 HCD funds are being used to do landbanking and to rehabilitate older housing.

8. Estimated Housing Need

a. Total Housing Stock and Housing Starts

Table II-20 projects the estimated total housing stock required for the medium and long-range population growth indicated on Page 139. Table II-21 illustrates the number of housing starts which can be anticipated to meet the housing stock requirements. Both tables are based on an annual growth rate of 2 percent and do not attempt to cover all possible variations of future growth. They are included to indicate the probable residential construction required if the maximum adopted growth rate is maintained for a 25-year period.

The future housing starts shown reflect:

- (1) The need for new units due to population increase;
- (2) The need to replace existing dilapidated housing;
- (3) The need to replace additional housing which becomes dilapidated during the projection period;
- (4) The need for additional housing to offer an optimum vacancy rate to provide an adequate range of choice in the market.

Table II-20 reflects the anticipated demand for a larger percentage of multi-family rental units. Factors contributing to this demand are: the need for low and moderate income housing, the need to provide an economic alternative to the single family home, the realization of environmental benefits, including significant energy conservation, and the projected rise in the number of one- and two-person households.

Many communities are projecting a 60-percent multi-family housing start ratio based on the factors presented above. However, such a high projection does not seem practical for Livermore, given the community's desire for continuing low overall density. The housing starts projected in Table II-21 reflect an average yearly multi-family start of approximately 35 percent over a period of the next 25 years. This would result in a multi-family ratio of 25 percent in the year 2000, an approximate doubling of the 1975 percentage. The 35 percent figure is likely to be conservative, and there may be even greater pressure for multi-family unit construction near the end of the planning period. Figure II-4 presents the yearly average housing start requirements by type based on an annual growth rate of 2 percent.

TABLE II-20

PROJECTED TOTAL HOUSING STOCK BASED ON
2% YEARLY MAXIMUM POPULATION GROWTH RATE

	<u>Current 1980</u>	<u>Short Range 1985</u>	<u>Medium Range 1990</u>	<u>Long Range 2000</u>
Population	48,107	56,000	62,000	76,000
Persons per Occupied Household	2.9	2.9	2.9	2.9
Total Occupied Households	16,177	18,817	20,865	25,545
Units for Choice ¹	415	483	535	655
TOTAL HOUSING STOCK (Does not include Group Quarters)	16,592	19,300 ²	21,400	26,200
Single Family*	13,554	15,390	16,686	19,621
Multi Family*	2,729	3,522	4,256	5,945
Mobile Homes (manufactured housing)	309	388	458	634 ³

¹A 2.5% combined vacancy rate has been chosen as optimum.

²Includes houses approved under RDP.

³This is a straight line projection which may change as a result of recent legislation.

*Figures shown include replacements for demolitions.

TABLE II-21

PROJECTED HOUSING STARTS BASED ON
2% YEARLY MAXIMUM POPULATION GROWTH RATE

	Current 1980	Short Range 1985	Medium Range 1990	Long Range 2000
Projected Total Units	16,592	19,300 ²	21,400	26,200
Need for New Units		2,698	2,090	4,780
Plus Projected Demolitions(+) ¹		10	10	20
TOTAL HOUSING STARTS REQUIRED:		2,708	2,100	4,800

¹Average demolition rate estimated at 2 units per year.

²Includes houses approved through 1980 under RDP. The number may include unused permits.

FIGURE II - 4

✓

9. Analysis of Households "Poorly Housed"

The Association of Bay Area Governments finds that households meeting one or more of the following criteria are "poorly housed."

- a. The number of physically substandard units -- incomplete plumbing and/or with substandard heating equipment (396 units)
- b. The number of overcrowded households -- 1.01 or more persons per room
- c. The number of overpaying households -- more than 25 percent of income for rent (2134 households)

Based on 1970 data and the ABAG criteria, the following households "poorly housed" have been estimated for the City of Livermore:⁸

Poorly Housed Category	1970 Census	1980 HAP
Renter Households	1,125	1,761
Owner Households	415	650
Total Livermore Households "Poorly Housed"	1,540	2,411

This information indicates that, in 1970, 41.4 percent of total renter households, and 5.1 percent of owner households were "poorly housed."

In 1970, there were 2,718 renter occupied units in Livermore. Table II-22 presents the number of "poorly housed" units compared with the total number of units in each rent category.

The major cause of "poorly housed" renter occupied housing continues to be overpaying. Although in 1980, approximately 30% (4789) of all local households are low-income, only 16% (2655) of the housing units in Livermore are estimated to be affordable to low income people. It should be remembered, however, that many households paying more than 25 percent of income for rent are doing so by choice. Table II-22 points out that each rent category contained units judged to be "poorly housed." In 1970, over half of such units occurred in rent categories between \$60 and \$149 per month. The majority of these renter-occupied units contained one or two bedrooms, and tenants were overpaying and overcrowded. This was especially true in those units with a gross rent between \$60 and \$79.

In 1970, an estimated 663 rental units were occupied by families whose household income was less than \$5,000 and, therefore, classified as either "poverty" or "near poverty." Of these households, 576 (87 percent) were paying 25 percent or more of family income for rent. As can be seen from Table II-22, the number of rental households "poorly housed" in rent categories between \$60 and \$149 is closely correlated with the number of households with yearly family incomes less than \$5,000.

⁸Association of Bay Area Governments, Estimates of Housing Needs: San Francisco Bay Area, 1970, pp. 18 & 35.

Association of Bay Area Governments, Regional Housing Plan Phase 1, p. 7.

TABLE II-22

ESTIMATED RENTER HOUSEHOLDS "POORLY HOUSED" BY
MONTHLY GROSS RENT, CITY OF LIVERMORE, 1970

Monthly Gross Rent	Total ¹ Units	Estimated # "Poorly Housed"	Percent of Category ²
Less than \$40	48	12	25.0
\$40 - \$59	75	57	76.0
\$60 - \$79	104	101	97.1
\$80 - \$99	198	117	59.1
\$100 - \$149	1002	381	38.0
\$150 - \$199	844	289	34.2
\$200 +	395	158	40.0
No Cash Rent	37	7	18.9
One Family Homes on 10 Acres or More	15	3	20.0
TOTAL	2,718	1,125	41.4

1. 1970 U.S. Census. General Housing Characteristics for California p.6-141. Contract Rent Adjusted to Gross Rent by adding median amount of utilities and fuel paid by contract rent.
2. Regional percentage for rent categories from ABAG's Estimates of Housing Needs: San Francisco Bay Area, 1970, p.18.

TABLE II-22A

ESTIMATED MEDIAN APARTMENT RENT
IN 1981

<u>Size of Unit</u>	<u>Monthly Rent*</u>
One bedroom	\$316
Two bedroom	371
Three bedroom	500

*Information compiled from local newspaper advertisements, new development sales offices, and apartment managers, March, 1981.

TABLE II-22 B

ESTIMATED COST OF PURCHASING A HOUSE
IN 1981

<u>Number of Bedrooms</u>	<u>Sales Price*</u>
2 bedrooms	\$81,183
3 bedrooms	99,710
4 bedrooms or more	120,000+

*Based on 55 sales. Information compiled from local newspaper advertisements and new development sales offices, March, 1981.

TABLE II-22C

RENTAL HOUSING IN LIVERMORE
1978 - 1979

<u>Type of Rental Housing</u>	<u>No. of Units</u>	<u>Average Monthly Rent</u>
SUBSIDIZED HOUSING		
- Leahy Square Public Housing	125	\$125
- Hillcrest Gardens (Seniors)	55	120
- Livermore Gardens (Sec. 8)	64	125
- Section 8 Existing Housing	76	100
	320	\$118
MARKET RATE HOUSING:		
<u>APARTMENTS</u>	<u>Estimated No. of Units</u>	<u>Vacancy Rate = 1.0%</u>
- Studio	14	\$220
- 1 Bedroom	1,318	230
- 2 Bedrooms	1,061	288
- 3 Bedrooms	94	300
SUBTOTAL	2,487	\$261
SINGLE FAMILY HOUSES FOR RENT		
		<u>Vacancy Rate = 3.0% (for houses)</u>
- 1 Bedroom	22	\$250
- 2 Bedrooms	84	385
- 3 Bedrooms	748	425
- 4+ Bedrooms	346	475
SUBTOTAL	1,200	\$433
TOTAL (all units)	4,000	\$302 Vacancy Rate = 1.5%

Sources: City Housing Authority surveys in 1978 and 1979. The estimated number of market rate apartments and rental homes by bedroom number is based on the results of the surveys.

TABLE II- 22D

ESTIMATED RENTER HOUSEHOLDS DISTRIBUTION
BY MONTHLY GROSS RENT, LIVERMORE, 1978-79

<u>Monthly Gross Rent</u>	<u>Total Units</u>	<u>Average Monthly Rent</u>
Less than \$100		
\$100 - \$125	320*	\$118
126 - 150		
151 - 175		
175 - 200		
201 - 225	14	220
226 - 250	1318	230
	22	250
251 - 275		
276 - 300	1061	288
	94	300
301 - 325		
326 - 350		
351 - 375		
376 - 400	84	385
401 +	1094	441
TOTAL UNITS	4000	

*All subsidized units.

Source: City Housing Authority surveys 1978 and 1979.

10. Owner Households

Table II-23 presents an estimate of 1970 Livermore owner households "poorly housed." The estimates do not include owner households overpaying. The census gives no measure of the proportion of income spent for housing in owner-occupied units but does include criteria for lack of adequate plumbing and/or heating equipment and overcrowding.

In 1970, the largest proportion of owner occupied units "poorly housed" occurred in units with a value between \$20,000 and \$35,000. The majority of these units had two or three bedrooms, indicating overcrowding of available space.

Table II-24 presents a summary of total households "poorly housed" in Livermore in 1970, and indicates the major determinants of the poorly housed definition.

The "poorly housed" problem in Livermore does not lie with the condition of the housing stock but with the cost of housing compared with incomes. The lack of inexpensive units should not, however, be equated with a need to construct thousands of additional units. What the estimate does point up is the past inability of the private housing market to meet the needs of most low and moderate income households.

The greatest need for rental occupied housing continues to be for two- and three-bedroom units. Rental subsidies for these households are needed because rental units in the price range affordable to low and moderate income people are becoming increasingly rare.

The greatest need for owner-occupied housing is for three- and four-bedroom units selling between \$60,000 and \$90,000.

TABLE II-23

ESTIMATED OWNER HOUSEHOLDS "POORLY HOUSED" BY VALUE
Livermore, 1970

<u>Value</u>	<u>Total Units¹</u>	<u>Estimated # Poorly Housed</u>	<u>Percent of Category²</u>
Less than \$5,000	4	1	25.0
\$5,000 - \$9,999	32	8	25.0
\$10,000 - \$14,999	223	29	13.0
\$15,000 - \$19,999	1583	76	4.8
\$20,000 - \$24,999	3023	100	3.3
\$25,000 - \$34,999	2420	120	4.9
\$35,000 +	553	81	14.6
No Value Given	0	0	0.0
Mobile Home	198	0	0.0
2 Units or More	67	0	0.0
Other 1 Family	<u>46</u>	<u>0</u>	<u>0.0</u>
TOTAL	8149	415	5.1

-
1. Value is tabulated only for owner occupied units in one family houses which are on less than 10 acres. Value is not tabulated for mobile homes, trailers, cooperatives, condominiums, and other owner occupied units in structures containing two or more dwellings.
 2. Regional percentages for rent categories taken from ABAG's Regional Housing Needs: San Francisco Bay Area, 1970, p. 35.

TABLE II-24

SUMMARY OF ESTIMATES OF HOUSEHOLDS "POORLY HOUSED"
Livermore, 1970

	<u>Number of Households</u>	
	<u>Owner Occupants</u>	<u>Renter Occupants</u>
Total Households	8149	100%
Households "Poorly Housed"	415	5.1%
Lacking one or more plumbing facilities	24	.29%
With all plumbing facilities, "substandard" heating equipment	187	2.3%
1.01 or more persons per room	364	4.5%
Paying 25 percent or more of income for gross rent	-	1000
		36.8%

Source: Regional Housing Needs San Francisco Bay Area ABAG 1970

11. Additional Indicators of Low and Moderate Income Housing Need

The following are additional indicators of low and moderate income housing needs which were existing at the beginning of 1981:

- a. Of the one-hundred fifty eligible families on the waiting list for the public housing project, 15 were large families with more than four children.
- b. The Livermore Housing Authority had 240 eligible families on its waiting list for Sec. 8 certificates.
- c. Persons age 65 and over constitute 13.78% of all persons in poverty. The Senior Citizens' housing complex had a waiting list of 101 eligible applicants, and the waiting period was from 18 months to two years. A 75-unit senior citizen/handicapped complex scheduled for completion in 1982 will greatly relieve this need.
- d. Census tracts 4514, 4515, and 4516 (central Livermore and Springtown) contain approximately 73 percent of all individuals classified as low income. These same areas also have the highest numbers of Mexican-American and elderly poor.
- e. Three hundred forty-nine Livermore households were receiving Aid to Families with Dependent Children, food stamps, and Medi-Cal; 11 families were receiving General Assistance, Medi-Cal, and food stamps; 38 families were receiving General Assistance and food stamps; and 401 families are on Medi-Cal.
- f. Livermore had an estimated unemployment rate in 1980 of 4.4 percent, i.e., 777 unemployed out of a labor force of 17,704.
- g. Livermore has no emergency lodgings for persons who have suffered a disaster such as fire in a home, or who have recently arrived with minimal financial resources. This need is presently being met by private contributions and by volunteer lodging donated by churches or private families. As of 1978, a shelter which could house 12 victims of domestic violence was available.
- h. All 24 of the occupied structures in Pacific Courts are structurally unsound.

12. Factors Impeding the Solution of Housing Problems

Many households are unable to find affordable housing in Livermore. The high costs are due primarily to market and institutional constraints which may either directly limit the supply of housing or indirectly impose higher costs in the construction financing of a home.

a. Market Constraints

- (1) Supply and Demand: Rapidly escalating housing prices reflect the fact that demand exceeds supply. Livermore's proximity to the Bay Area, its sunny climate, and the location of such high technology industries as the Lawrence Livermore Radiation Lab, Kaiser Research, G.E.'s Vallecitos operation, and Sandia have resulted in attracting an increasing number of people to the area. However, there has been no parallel increase in the housing stock. This has been the result of such market and institutional factors as high construction cost, Livermore's Residential Development Plan, and the inability to provide sufficient sewage treatment service since 1971. This imbalance between supply and demand accounts for the sales price of an average 3-bedroom home amounting to nearly \$100,000 in January, 1981.
- (2) Housing Stock Quality: Although the number of substandard units in the Planning Area is relatively small, there always will be a certain number of units which deteriorate because they are not maintained or because of their age. "Pride of ownership" and pride in one's community cannot be legislated and enforced. However, people can be made aware of how limited finances can be utilized to improve the sanitation, safety, appearance and liveability of one's home.
- (3) Stepped Housing and Housing Vacancies: Insufficient "stepped" housing and a decreasing number of vacant units have limited housing choice.

With housing shortages and market fluctuations, low income families are consistently priced out of the market. Given the present situation, subsidized housing offers the only alternative for low income families.
- (4) Changing Population Characteristics: Bias against multi-family housing is fast becoming a bias against the needs of young, single adults, young married couples, middle-aged couples who no longer need or want a single-family home, and against older retired persons and couples whose fixed incomes and lifestyles no longer allow them to consider single-family detached housing. Tables II-25 and II-26 reflect changing population trends and the need to provide alternative forms of housing.

The single-family home will continue to be the dominant residential type. However, based on the increases in individuals living alone and the increasing age of household heads, alternative kinds of housing for the Livermore area may include condominiums, townhouses, mobile homes within mobile home parks, and factory-built modular housing.

- (5) Financing Costs: Over a thirty-year financing period, the cost of a home more than doubled using single digit mortgage rates. By comparison, the 15% - 20% rates in 1980-81 can result in the purchaser of a \$100,000 home having to make payments well over \$1000 a month. As mortgage rates increase, more people are forced out of the housing market. High financing rates have also affected the developer who needs to borrow in order to purchase land and carry on construction. As a result, the developer may either decide to wait to build, or else he passes the increased costs on to the buyer. Financing for construction of multiple family units makes it difficult to reach the City's goal.
- (6) Land and Construction Costs: Low density zoning and limited sewage capacity have restricted the availability of land for housing. Livermore has responded to the expressed concerns of its citizens regarding environmental impacts of development by zoning the majority of its residential land for single family units at a relatively low density (3-4 to an acre). However, even the development has been restricted by limited sewer capacity. As a result, land zoned for multiple family units was scarce. The City Council has responded to this situation recently by rezoning some parcels for higher densities. The average land cost for a single family unit in Livermore is \$10,000.00. As can be seen from Table II-26A, land cost constitutes a sizeable proportion of the sales price of a house. Construction costs account for approximately 51% of the sales price of a house. As these costs increase, they will have further impact on the cost of housing in Livermore.
- (7) Municipal Fees & Taxes: Fees in the City of Livermore are higher than the average for the Bay Area. Many of these fees were increased with the advent of Proposition 13 in an effort to have development pay for itself to a greater extent than had been true in the past. This practice does, however, have the effect of increasing the purchase price of a residence by \$2,000 to \$3,000 over what it would be elsewhere.
- (8) Tract Improvements: Various "off-site" and "on-site" costs, including soils tests, engineering fees, architects fees, site preparation, excavation, grading, streets, curbs, gutters, sidewalks, utility hook-up fees, etc., are required to prepare a site for development. These add substantially to the sales price of each unit.

TABLE II-25
 EXISTING AND PROJECTED
TYPES OF HOUSEHOLDS, LIVERMORE PLANNING AREA
1974-2000

	<u>1974</u>	<u>1985</u>	<u>2000</u>
Husband/Wife/Family	10,280	12,854	17,318
%	67.5	66.6	66.1
Male/Individual	1,590	1,969	2,672
%	10.4	10.2	10.2
Male/Other ¹ Family	340	424	603
%	2.2	2.2	2.3
Female/Individual	1,600	2,258	3,275
%	10.5	11.7	12.5
Female/Other Family ¹	1,420	1,756	2,358
%	9.3	9.1	9.0
TOTAL:	15,240	19,300²	26,200

(Note: Numbers may not add up due to rounding.)

Source: State Department of Finance Special Census 1974
 Projections of Livermore Planning Department at 2% growth rate.

1. The "other family" category includes widowed or divorced persons supporting children, older persons living with their single children, or any family group which cannot be included in other categories.
2. Includes houses approved under RDP.

TABLE II-26

**EXISTING AND PROJECTED
AGE OF HOUSEHOLD HEADS, LIVERMORE PLANNING AREA
1974-2000**

	<u>1974</u>	<u>1985</u>	<u>2000</u>
Under 25	1130	1216	1755
%	7.4	6.3	6.7
25-34	5080	4999	5947
%	33.3	25.9	22.7
35-44	3640	4864	6131
%	23.8	25.2	23.4
45-55	2460	3435	5023
%	16.1	17.8	19.1
55-64	1480	2335	3589
%	9.7	12.1	13.7
65+	1450	2451	3773
%	9.5	12.7	14.4
TOTAL	15,240	19,300 ¹	26,200

Note: Numbers do not total due to rounding

Source: State Department of Finance Special Census 1974
Projections by Planning Department, Livermore at 2% growth rate.

¹Includes houses approved through 1980 under RDP. The number may include unused permits.

TABLE II-26A

TOTAL DEVELOPMENT COSTS IN 1980
TYPICAL 3-BEDROOM LIVERMORE OWNED UNIT

	<u>Costs Per Unit</u>	<u>% of Total Cost</u>
Raw Land	\$10,000	10.3
Site Development	15,000	15.5
Development Fees	6,000	6.2
Construction Costs	<u>49,500</u>	<u>51.1</u>
 TOTAL:	 <u>\$80,500</u>	 83.1
 Financing (for 9 mos. @ 20%)	 <u>6,038</u>	 <u>6.3</u>
 <u>(.75 x .20 x 80,500)</u>	 <u>86,538</u>	 89.3
 2		
Marketing (12%)	10,385	10.7
Actual Sales Price	<u>\$96,923</u>	100%

Source: City of Livermore Planning and Building Departments,
 Bank of America, Cost Study-Subdivision Land Development,
 October, 1979. Numbers apply to a standard quality tract
 residence (1250 sq. ft., to 1500 sq. ft.) consisting of 3
 bedrooms, 1 bath, living room, kitchen, family-dining room,
 attached 2-car garage (446 sq. ft.) and driveway and walks.

TABLE II-26B

MULTIPLE FAMILY RENTAL UNITS/COST AND NECESSARY RETURN

(Assume a 25-Unit Complex)

Development Costs:	Medium Density *		High Density **	
	Per Unit	Total	Per Unit	Total
1. Land Costs (\$40,000-45,000/acre)	5,500	137,500	3,500	87,500
2. Architecture & Engineering	600	15,000	600	15,000
3. Permit Fees	4,000	100,000	4,000	100,000
4. Other Predevelopment Costs	10,000	250,000	7,500	187,500
5. Site Development	7,000	175,000	5,000	125,000
6. Construction Materials	13,000	325,000	12,000	300,000
7. Construction Labor	21,000	525,000	20,000	500,000
8. Financing	6,000	150,000	5,000	125,000
9. Other	6,000	250,000	8,500	212,500
10. TOTAL DEVELOPMENT COSTS:	77,100	1,927,500	61,100	1,527,500
Monthly Costs:				
11. Loan Amortization (Lease on 60% of Development Costs at Prevailing Interest Rates)		15,000		13,000
12. Management Costs		800		700
13. Vacancy and Non Payment of Rents		400		400
14. Reserve		1,200		1,100
15. Maintenance and Other Expenses		800		800
16. TOTAL MONTHLY COSTS:		18,200		16,000
17. Necessary Rent to Provide Cash Flow Assuming	728	18,200	640	16,000

* 14 units per acre

** 20 units per acre

Source: Livermore Planning Department.

b. Governmental Constraints

- (1) Land Use and Development Controls: Many of Livermore's undeveloped residential acres are zoned three units to the acre. While this does not prevent development, it does influence the cost of housing. Recently, the City increased densities in areas that had good access, ready utilities, and shopping facilities.
- (2) Service and Facility Infrastructure:

Sewer Plant and LAVMA Pipeline Capacity: Livermore has had sewage treatment discharge standards imposed upon it by the State of California. One of the major factors impeding the solution of housing problems has been the limited capacity of the plant and effluent export facilities. The City is in the process of constructing an additional 1.2 mgd of plant capacity. The LAVMA pipeline has capacity to export 6.6 gallons of Livermore's treated effluent to a San Francisco Bay outfall. Four mgd of this total is restricted to serving industrial and commercial users.
- (3) Residential Development Policy: The Residential Development Policy (RDP) is the mechanism used to implement the General Plan growth policy in Livermore which currently restricts residential growth to 2% a year. In 1980, this amounted to about 360 units. The RDP uses a point system under which qualified projects receiving the greatest number of points according to the established criteria will be approved.
- (4) Development Fees: The cost for a permit in Livermore runs about \$5500 a unit, which is high in the Bay Area, and this adds to the cost of housing. Fees are both fixed and variable.
- (5) Local Utilization of State and Federal Programs: While local funds are available to provide an impetus for housing construction, they are not adequate to sustain these projects. However, the City has designated \$195,000 in 1979-80 and \$235,195 in 1980-81 of Housing & Community Development Block Grant funds for land banking and new housing construction. In addition, both a private developer and a non-profit corporation in the City have initiated federally assisted housing projects in 1981.
- (6) California Constitution, Article 34: Through a special municipal election in March, 1979, the City of Livermore endeavored to get Article 34 referendum authority to construct 250 units of low income housing. Because the referendum was rejected by two-thirds of the voters, the City is not able to build any publicly-assisted housing. It is not contemplated that the City will hold another referendum in the foreseeable future.

I. PUBLIC FACILITIES AND SERVICES

The capacity of municipal systems, particularly sewer and water, is one of the most critical determinants of the community's future rate of development. Although the availability of these services should not be the rationale for controlling growth, the management of these systems based on a sound plan and program for their phased construction does offer the greatest opportunity for directing orderly urban expansion to support the community's adopted development policies.

1. Municipal Sewerage System

The City's wastewater treatment facilities have the largest capacity of any plant within the Livermore-Amador Valley (LAV). Current capacity is five million gallons per day (mgd) dry weather flow. The first stage of the plant which currently serves the City was completed in 1959 and was designed for an average dry weather flow of 2.5 mgd. In 1966 the plant was expanded to 5 mgd. Primary and secondary treatment is provided through high rate filters and activated sludge processes with full nitrification followed by chlorination and oxidation ponds. This process allows reclamation of effluent for irrigation purposes. The municipal golf course, airport and nearby agricultural lands are irrigated before excess effluent is discharged into Las Positas Creek. In the past nearly 80 percent of effluent has been discharged into the Creek. Solids are piped to sludge lagoons following anaerobic digestion.

The plant is currently in Phase III of its construction program, a phase intended to meet the continually increasing water quality demands set by the San Francisco Bay Regional Water Quality Control Board (SFBRWQCB). Following this phase, tertiary treatment levels can be attained by further eliminating excess nutrients, both phosphates and nitrates. Phases IV and V as proposed by the Public Works Department are intended to increase plant capacity to an ultimate 10 mgd dry flow as well as to upgrade effluent quality. An interim phase now pending approval will add 1 mgd to existing capacity which is considered by the City as its share of E.P.A.'s 1976 sewer capacity allocation for the Valley. One element of the current construction project is a large storage reservoir which will allow better use of effluent for irrigation at the Junior College site and for I-580 landscaping. An agreement negotiated between the City and CALTRANS will allow the use of effluent for watering landscaping along State-maintained interstate roadways.

The plant currently processes over 4.6 mgd dry weather flow. Further increases in quality will be necessary to place limitations on nitrogen, chlorides and total dissolved solids by 1978.

- (2) The City shall ensure that bicycling and walking are not only safe and convenient, but also desirable and pleasant, and shall give high priority to meeting those needs.
- (3) The City shall have a downtown that is "People oriented," not "Auto oriented".

f. Air Facilities

- (1) The City may expand the Municipal Airport in accordance with the Airport Master Plan to meet aviation needs. The City shall investigate its potential as a regional air transit facility. Expansion shall be consistent with ERME policies and further, residential encroachment shall be prohibited.

F. HOUSING GOALS, POLICIES, AND PRIORITIES

1. General Goal Statement

It is the general housing goal of the City of Livermore, insofar as possible, to provide for the basic housing needs in a suitable environment for all current and future residents. The City implements this goal by assigning more points under the Residential Development Plan to those developments which best reflect the following policies:

2. Policies

- a. Housing Quantity: To make available a sufficient quantity of socially, economically, geographically, and physically suitable housing sites.

Priorities

- (1) Encourage the private housing market to develop a sufficient supply of well-constructed, multi-family dwelling units to meet the rental needs of all income levels. Special consideration is given under the RDP process to those projects which provide units for low and moderate income people.
- (2) Encourage a sufficient variety of single family housing prices, types and sizes to meet the needs of individuals and families of various sizes and incomes by working with both profit making and non-profit housing sponsors.

Policies (cont.)

- (3) Encourage innovative construction techniques, such as modular housing and other production techniques, that offer the option of rapid and reasonably priced production and assembly.
 - (4) Encourage planned housing construction adequate to meet the area's needs based on growth expectations and replacement of housing lost through demolition (see Tables II-20, II-21) by re-evaluating the 2% growth policy with respect to sewer restrictions and air quality standards.
 - (5) Ensure that when public activities will result in the removal of housing units, a sufficient supply of adequate relocation units will be available through the use of HCD block grant funds.
 - (6) Assist in the purchase and rehabilitation of emergency shelters through the HCD grant program.
- b. Housing Quality: To preserve and provide quality residential environments to meet the physical, social, cultural, and age needs of its residents.
- Priorities
- (1) Encourage public and private programs to keep older homes in good repair and to rehabilitate or eliminate all physically obsolete and substandard housing in the Livermore Planning Area. Offer a Housing Rehabilitation Program jointly with the City of Pleasanton and Alameda County to all valley residents through the use of Federal HCD funds.
 - (2) Require that older housing areas be subject to regular inspection. Homes involved in a rehabilitation program are to be inspected on a periodic basis.
 - (3) Sponsor neighborhood rehabilitation campaigns and encourage residents to participate in local programs providing residential conservation activities, such as house painting, fence construction, landscaping, lot cleanup and demolition. Stress pride of ownership. Coordinate with the Police Department "Neighborhood Alert" program to inform community groups regarding the importance of maintaining neighborhoods to discourage vandalism and violence.
- c. Housing Opportunity - Size and Cost: To provide our residents with a reasonable choice of sound housing large enough to accommodate family members at a reasonable cost relative to their income.

Priorities

- (1) Require that a minimum of 10 percent of the housing units in each proposed new residential development be low income housing or that an "in lieu" fee be paid to the City for the implementation of the low income housing program. Such allocation shall be subject to annual review and modification as appropriate to ensure that City policy supports regional low income housing policy.
(Reso. 313-79, 10-29-79)
 - (2) Encourage a mix in the type and cost of housing units in new subdivisions, apartment complexes and Planned Unit Developments to assure that the requirements of the City's Housing Assistance Plan are met.
- d. Housing Opportunity - Neighborhoods: To create residential neighborhoods having economic and ethnic heterogeneity.

Priorities

- (1) Avoid concentrating all subsidized housing in any one section of the Planning Area, but locate it in sections containing facilities and services comparable to those found where unsubsidized housing of the same price range is built.
 - (2) Require that all housing and housing-related activities be conducted in accordance with Federal anti-discrimination laws and program policies. Such clauses are required to be included in specifications and all contract documents.
 - (3) Insure the use, as necessary, of all Federal housing programs that will assist in providing adequate rental and purchase housing for low and moderate income families in the private housing market. City staff will work in cooperation with interested developers and will provide information and assistance where needed.
- e. Housing Location: To achieve coordination of residential growth valleywide.

Priorities

- (1) Encourage establishment of areawide and regional policies, plans, programs, and regulations to foster and facilitate the efficient coordinated use of housing resources.
- (2) Encourage private developers to use efficient technological and organizational means to coordinate the acquisition and planning of residential development sites. Highest priority is for filling in bypassed land within the existing urban pattern.
- (3) Establish a public land bank program for housing.

- f. Service Delivery & Housing Information: To develop a comprehensive plan to provide needed and desired housing and housing-related services to individuals and residential neighborhoods.

Priorities

- (1) Direct the location and design of residential areas to achieve an efficient and convenient pattern in relation to recreation, employment, shopping, professional, commercial, and transportation facilities.
- (2) Require the developer of each new residential area to provide all physical improvements, or pay capital costs related thereto, that are necessary for the extension and delivery of municipal services and facilities needed to serve the new residential area.
- (3) Provide a sufficient level of public services, amenities, neighborhood design and maintenance to ensure decent quality residential areas.
- (4) Maintain housing data in the Planning Department to indicate the location of vacant land available for development. These records are to be periodically reviewed to be sure this objective is being met.

- g. Housing Element: To update and revise the Housing Element at five-year intervals.

Priorities

- (1). Initiate six months in advance of the end of each five-year cycle a review of the Housing Element by the staff, the Planning Commission, and the City Council.
- (2). Maintain a file of all pertinent state legislation, HCD guidelines, other Housing Elements, and related information to which to refer when making the revision.

G. PUBLIC FACILITIES AND SERVICES

1. Goals

- a. In assuming management responsibilities for all urbanization occurring in the Livermore Planning Area, it is the goal of the City to provide the most efficient and financially sound system of urban services commensurate with the highest standards

f. Air Facilities

The Livermore Airport is the only Municipal Airport proposed in the LAV. It shall retain its current General Aviation status.

A master plan for the development of the airport and a land use plan for lands surrounding the airport shall be prepared.

g. Public Transit

The regional rapid transit line shown on the Plan diagram is the proposal of the City and the Livermore-Pleasanton Bart Extension Study. However, for many reasons including spiraling construction costs and limited funds, extension of a BART line into the Valley may not occur for some time. In the interim the BART operated bus feeder service to the Livermore-Amador Valley should be continued and improved as opportunities arise.

A public transit system is also proposed within and between the City of Livermore and other LAV communities to reduce the dependence on the automobile with its associated economic, social and environmental costs. It would also provide a means of independent travel for those residents without automobiles. In keeping with transportation policies top priority is assigned to the funding and development of a local transit system.

h. Transportation Service Center

The concept of establishing a transportation service center or centers within the Planning Area to meet local and regional transportation needs shall be considered.

i. Non-Motorized Transit

The Bicycle Route Plan and the Livermore Trailway System, both adopted by the City of Livermore are a part of the Transportation-Circulation Element. Routes developed under this Plan shall provide a safe, useful and direct routing along smooth-surfaced, wide-unobstructed, well-drained and well-maintained bikeways.

D. PLAN TO IMPLEMENT HOUSING GOALS, POLICIES, AND PRIORITIES

The adoption of the Housing Goals and Policies in effect creates a new set of functions to be performed by local government. The City will serve as catalyst, coordinator, monitor, and activator in continuing to meet the housing needs of the community. The many housing activities of both the public and private sectors are to be focused to ensure that housing problems and needs will receive the systematic attention of the governmental decision process.

The amount of housing projected will provide sufficient units for the expected population during various stages of the planning period. The projected units allow for demolition of substandard housing, a decreasing per household population, a mix in housing types, and an adequate vacancy rate. Primary responsibility for monitoring and reporting on housing conditions and needs lies with the Planning Commission and the City Planning Department.

The enlarged set of housing responsibilities to be assumed by City government does not in any way imply that the responsibilities of other governmental entities and of private enterprise are to be diminished. To the contrary, it implies a team effort which will enlarge the capacities of all public and private entities to get the job done. While a number of direct City actions are called for by policies of the Housing Element, the most important action for the City is to provide necessary leadership at the local level -- to marshall the full capacity of the community to ensure that the fundamental housing needs of all people of the community will be met as soon as is reasonably possible.

1. Preserving Housing Quality & Neighborhoods

The following steps preserve existing neighborhoods and housing:

- a. Housing and Community Development block grant funds have been and will continue to be used to provide needed improvements at both Leahy Square, a 125-unit public housing project, and at Hillcrest Gardens, a 56-unit privately sponsored, non-profit senior citizen housing complex.
- b. A housing rehabilitation program has been established jointly with Pleasanton and Alameda County using HCD funds. During the first year, rehabilitation is to be concentrated in the target area. It is anticipated that the program will be expanded in the second year to include all low/moderate income households in the City. The primary goal of the program is to bring houses up to the building code. Interest charged for the loans is based on a sliding scale, dependent on income and family size. For people with very low incomes, the repayment of the loan may be deferred until the house is sold or changes hands.

As rehabilitation is completed, the houses are inspected by the Building Department to assure they meet code requirements.

- c. The Police Department has instituted a Neighborhood Alert program throughout the City which stresses the importance of maintaining a neighborhood as a measure to prevent crime and vandalism.

- d. A neighborhood Beautification and Energy Conservation campaign is planned to encourage all citizens to take greater pride in the appearance of their neighborhoods. Grants up to \$250 would be given for beautification and energy materials. It is the goal of this program to rehabilitate or eliminate all physically obsolete and substandard housing in the Livermore Planning Area.
- e. The code enforcement program continually monitors the City's housing stock, encouraging residents to maintain their homes, providing assistance where possible, and facilitating demolition where necessary.

2. Preserving Affordability:

The following steps preserve affordability of housing in the City of Livermore:

- a. The City shall seek a reasonable balance among the needs of the community for housing by allocating to housing additional sewerage capacity provided by the expansion of the Water Reclamation Plant. A specific percent shall be allocated to low income housing.

The City requires that a specific percent of all new residential construction be for low income households (below 80% of the median income). As an alternative, the developer may pay an "in lieu" fee, or other equivalent, to the City to support the low income housing program.

The City's Housing Assistance Plan established the following low income housing three-year goals for 1979-1982:

Elderly and Handicapped	20 units
Small Family	25 units
Large Family	20 units

These goals will be more than met by the following developments scheduled for completion in 1981 and 1982:

Elderly and Handicapped 75 units
(Vineyard Village)

Small and Large Family 47 units
(Meadowbrook)

- b. The Council has permitted up to 150 low and moderate income units to be constructed in any one year. This has been done in order to make it financially feasible for a developer to construct a project which takes advantage of various federal programs to bring down the cost of all or part of the units.
- c. The City will maximize the use of all financial assistance for housing made available by the State and Federal governments by working closely with developers and non-profit sponsors of housing, e.g., purchase by the City of a five acre parcel to be leased by a private, non-profit sponsor of a 75-unit senior citizen project for \$1.00 a year.
- d. City staff is studying the possibility of joint equity purchases of housing by low income families, using a non-profit sponsor as a partner in the purchase.
- e. The City Housing Authority has taken over management of the Section 8 existing program.
- f. The City's Housing Rehabilitation Program will assist in preserving the City's holder, more affordable housing stock. It is estimated that the program will rehabilitate approximately nine houses next year. Loans may be given up to \$20,000 at the present time.
- g. The City Council acts as a catalyst by sponsoring workshops to provide information on creative and innovative ways of providing low and moderate income housing.
- h. Developers whose projects include an approved percentage of subsidized units for low income households do not have to compete under the Residential Development Plan and receive priority processing.

3. Standards and Plans for Adequate Sites

The following steps provide for the availability of adequate sites for housing:

- a. The City's Zoning Ordinance allows for flexible development standards, such as planned unit developments. Recent amendments to the Zoning Ordinance also allow for higher density for residential uses.
- b. Sites for residential development are shown on the General Plan Map. Public facilities and commercial development adequate to support the residential areas are also shown.
- c. The General Plan proposes an increase in multi-family housing at various locations to meet the increasing demand for an economic alternative to single family home ownership, to provide different housing types to satisfy changing life styles, and to provide sites for low and moderate income housing. Multi-family housing is proposed in areas close to urban services and adjacent to major streets and the older part of town.

- d. Private developers are encouraged to use efficient technological and organizational means to coordinate the acquisition and planning of residential development sites. Highest priority is for filling in bypassed land within the existing urban pattern.
- e. A long range capital improvements budget has been prepared by the Public Works Department for the provision of City services, to assure that the growth of suburban residential development is phased in a logical, efficient, and economical manner. This is a major component of the growth management strategy for implementing the General Plan.
- f. The City is undertaking a public land bank program and has prepared a list of City owned sites, excess school sites, and privately owned sites which may be suitable for the construction of multi-family housing.
- g. In selecting sites suitable for non-market rate housing from an inventory of available sites, the City gives first consideration to economies of scale.
- h. The Planning Commission and Design Review Committee are responsible for directing the location and design of residential areas to achieve an efficient and convenient pattern in relation to recreation, employment, shopping, professional, commercial, and transportation facilities.
- i. The developer of each new residential area is required to provide all physical improvements, or to pay capital costs related thereto, that are necessary for the extension and delivery of municipal services and facilities needed to serve the new residential area.
- j. The City will encourage the establishment of, and participate in, the formulation of areawide and regional policies, plans, programs, and regulations to foster and facilitate the efficient, coordinated use of housing resources.

4. Accessibility for All

The following steps seek to reduce the effects of discrimination in housing based on race, color, religion, sex, family size, marital status, national origin, ancestry, or other arbitrary factors, and to provide safeguards against future discrimination in housing:

- a. The Section 8 existing unit program to be administered by the City conforms to federal non-discrimination guidelines.
- b. The City requires that all housing and housing-related activities are conducted in accordance with Federal anti-discrimination laws and program policies.

4. Accessibility for All (cont.)

- c. The City has retained a housing counseling service, under contract, for the past three years to ensure that any complaints about discrimination are handled promptly and effectively.

5. Adequate Provision for all Economic Segments

The following steps are meant to provide adequately for the housing needs of all economic segments of the community:

- a. The City's housing counseling service offers Section 8 counseling to all valley residents and provides for both tenant and landlord counseling.
- b. Through its Residential Development Plan, the City encourages a mix in the type and cost of housing units in new subdivisions, apartment complexes, and Planned Unit Developments.
- c. The Planned Unit Development can bring about opportunities for more varied housing styles and prices. Housing styles which can realize construction savings while providing style alternatives are condominiums, townhouses, and factory-built housing.
- d. The City has taken the position that housing heterogeneity results from a departure from historical development patterns. Low income or ethnic concentrations are to be avoided through dispersing more multi-family housing throughout the community. These developments are to be supported by appropriate public facilities and should offer a wide variety of price ranges which include low income units.
- e. To support other low income housing policies, the City has assisted in establishing a non-profit private housing foundation to bridge the gap which the private and public sectors encounter in working independently to provide low income housing.
(Reso. 313-79, 1-29-79)

The foundation will function primarily as the developer of low income housing.

Primary funding sources for foundation projects would be the California Housing Finance Agency, H.U.D. block grants, and the Section 8 Housing Assistance Program.

- f. City Council requires that a percentage of the housing units in each proposed new residential development be low income housing or that an "in lieu" fee for each non-conforming unit be paid to the City for the implementation of the low income housing program. This money may be used for landbanking, pre-development fees, construction, purchase of buildings, etc.

The allocation is subject to annual review and modification, as is appropriate, to ensure that City policy supports regional low income housing policy.

6. Updating the Housing Element

The Housing Element shall be revised at least every five years. The revision shall include, as appropriate:

- a. Revision of the needs analysis to incorporate latest census data at five-year intervals.
- b. Revision of the housing program to:
 - (1) Evaluate the effectiveness of the housing program in reaching established goals and objectives.
 - (2) Set out plans the locality has undertaken since the last update or intends to implement in the future.
 - (3) Identify current plans which have been discontinued since the last update or will be discontinued.

In addition, the City shall informally re-evaluate its housing programs on a yearly basis. A report on the findings will be submitted to the City Council. Included in the report will be an examination of the housing program in relation to established goals and priorities.

7. Fair Share Housing Needs Allocation Plan

The State Housing Element guidelines, adopted in 1977 to administer Section 65302(c) of the Government Code, call for a fair share housing needs allocation plan for the major housing market areas throughout the state.

The Fair Share Allocation process provides a basis for all localities within any given housing market area to share equitably in responding to the housing needs of the area's non-market rate households.

Non-market rate households are households (elderly, family, and large family) that do not have the financial capability to meet their housing needs without sacrificing other essential needs.

Fair share planning has three primary objectives:

- a. The expansion of housing opportunities for all economic segments of the community.
- b. The improvement of access to employment and non-housing related opportunities for all economic segments of the community.
- c. The equitable sharing of responsibility among localities for addressing the housing needs of all economic segments of the community.

TABLE IV-4
FAIR SHARE CALCULATIONS

	Population Characteristics	
	Existing (1980)	Projected (1985)
Number of occupied households	16,177 ¹	18,817
Number of non-market rate households ² earn 80% or below SMSA median income (14.9%)	2,411	2,804
Number of non-market rate households - elderly ³ (36.3%)	875	1,018
Number of non-market rate households - small family (44.3%)	1,068	1,242
Number of non-market rate households - large family (19.4%)	468	544
Fair share allocation for 1985 (15%)		2,823
Projected non-market rate households residing in Livermore		(2,804)
Fair share excess		19
Elderly non-market rate households (36% x 19) ⁴		7
Family non-market rate households (53% x 19)		10
Large family non-market rate households (11% x 19)		2
TOTAL NEED: (current projected need & fair share need)		2,823
Total fair share elderly, non-market rate ⁵ (1,018 + 7)		1,025
Total fair share family, non-market rate households (1,242 + 10)		1,252
Total fair share family, non-market rate households (544 + 2)		546
TOTAL NEED: Fair Share Allocation		2,823
MET NEED: (.74.2%) ⁶		<u>2,095</u>
Total number of housing units necessary for City of Livermore to meet its current need (projected to 1985) and to meet its "fair share."		<u>728</u>

(Footnotes are on the following page.)

FOOTNOTES

¹ $16,592 - 415 = 16,177$

(Number of housing units according to 1980 census, minus unoccupied units)

$19,300 - 483 = 18,817$

(Represents the accumulated number of housing permits in 1981 plus 2% per year thereafter.)

²Based on Livermore's Housing Assistance Plan. Non-market rate households are those households which earn 80% or below Bay Area's median income.

³Percentage: Breakdowns for elderly, family, large family were derived from Livermore's Housing Assistance Plan.

⁴Percentages for family, large family, and elderly are based on regional averages for non-market rate households.

⁵Sum of projected non-market rate households and non-market rate households based on fair share.

⁶The 1974 Special Census showed 28.2% of Livermore's population having an income of \$11,500 or less, which was 80% of the median. Monthly housing payments for the population were as follows:

<u>Payment</u>	<u>% Population</u>	<u>% Affordable</u>
\$ 0 - \$149 Rent	6.27	6.27
150+ Rent	14.14	14.14
0 - 150 Home	15.4	15.4
150 - 250 Home	28.8	26.0
250+ Home	19.2	-
No Response	15.9	<u>12.4</u>
		74.2

Assuming that a household with an income of \$11,500 could afford to pay 25% (\$240 a month) for housing payments, the foregoing table indicates that approximately 74.2% of the rental units and homes were affordable for the 28.2% of the population with incomes below \$11,500.



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E. MAJOR PUBLIC FACILITIES1. Municipal Sewer System

In order to accommodate projected future urban development, the Water Reclamation Plant must be expanded.

It is proposed that future plant expansion will be in several stages. A short-range expansion would increase capacity from the present five million gallons per day (mgd) average dry weather flow to 6.0 mgd. Given the limited amount of the remaining uncommitted capacity, this expansion will be critical to achieving the short-range goals and policies of the General Plan relative to economic development and low income housing thereby helping to mitigate the air quality problem.

Ultimate expansion to 10 mgd is proposed to be more than adequate to serve the urban area shown on the Plan diagram to the year 2000 based on the growth policies of the General Plan.

The existing trunk line collection system has a service area capacity which to a great extent can accommodate the urban pattern shown on the General Plan diagram. The service areas of the various trunk lines were one of the determinants shaping the proposed urban design.

The public facilities Capital Improvement Program relating to expansion of the trunk line system shall reflect the size of the urban pattern and the holding capacity of the new Plan.

Figure IV-2 shows the existing and proposed trunk lines required to serve the urban pattern shown on the Plan diagram.